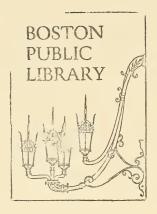
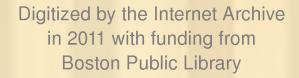
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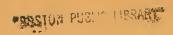
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PARKING PROGRAM

Boston City Planning Board December, 1954





A PARKING PROGRAM

FOR THE BOSTON CENTRAL BUSINESS AREA

A Summary of Findings

As Approved by

THE BOSTON CITY PLANNING BOARD

Boston, Massachusetts December 1954 Julie 13,1968 T45 700 An Off-street Parking Program for the Boston Central Business Area

This report summarizes the findings of a study of the parking problem in the Central Business Area of Downtown Boston. Part I is an analysis of the parking demand. Part II is devoted to the selection of off-street parking sites in accordance with the demand.

Part I - The Parking Demand

The primary objective is to determine what, where, and why about the demand for motor vehicle parking space in the Boston Central Business Area. This analysis of the subject is aimed at describing the needs of the future, particularly the years following the completion of express-highway construction now underway in the Boston area.

The analysis includes:

- (1) a close examination of the existing pattern of travel into Downtown Boston by all modes of transportation, the use made of automobiles, and the use made of various types of parking spaces;
- (2) an evaluation of the implication of potential new business development which may generate additional trips into the business area;
- (3) an evaluation of the affects of new highway construction (such as the Central Artery), which will attract more motor vehicles into Downtown Boston.
- (4) a formulation of the expected pattern of travel into the central business area by all modes of travel including motor vehicles: and
- (5) an estimation of the number and distribution of parking spaces required to properly serve the business areas.

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 The Central Business Area of Boston

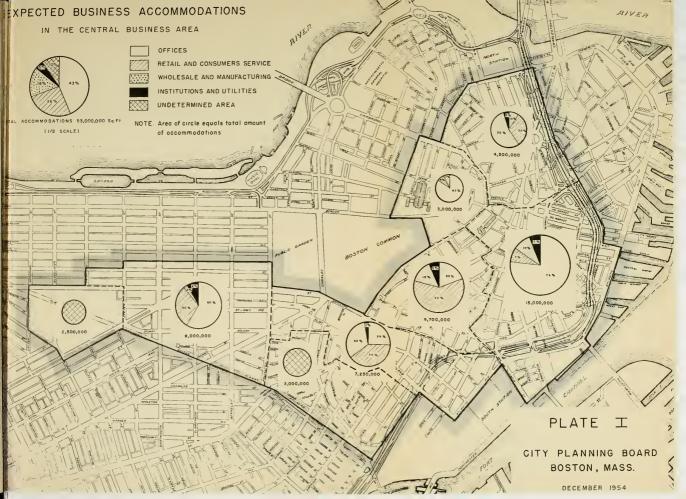
The business area that has received primary attention is outlined on Plate I. Within this area are most of the general business activities of Downtown Boston. Within this area exist the greatest traffic and parking problems.

This business area now contains approximately fifty million source feet of general business accommodations; office space amounting to 48%; retail and consumer services facilities, 29%; wholesale and manufacturing space, 18%; and institutional and utility facilities, 5%. These business accommodations now attract nearly 350,000 people each day (those entering via trucks not included).

Each of the sub-districts shown on Plate I is currently being studied in detail by this agency. The study indicates where, and by how much, the quantity of business accommodations is most likely to increase (or decrease) and thereby cause an increase (or decrease) in the amount of travel. These determinations are as yet tentative, but useful enough to provide guidance for determining potential changes in the pattern of the movement of people.

Many of the expected changes in business accommodations may not greatly change the number of travelers to the business area; others will. The creation of a new State Office Building and a Police Station in the State House-Court House district is not likely to cause a great change in the amount of travel because such construction will necessitate the demolition of existing generators. On the other hand new development by the institutional facilities on Harrison Avenue near Kneeland Street, or

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by other new businesses in the same district, may cause increased travel if constructed at higher than existing densities.

The development of the Boston and Albany Yards in the Back Bay will cause substantial additional travel and must be accounted for (whether the proposed development, some part of it, or some other proposal is eventually carried out).

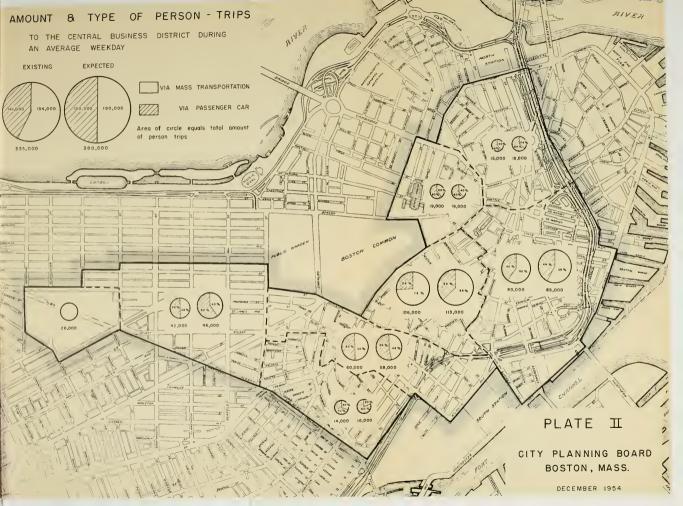
In contrast the construction of the Central Artery will cause the demolition of three and one-half million square feet of business accommodations that will temporarily reduce the total amount of travel to the business area.

The amount and type of expected business accommodations in each district is shown on Flate I. The total is fifty three million square feet (excluding the accommodations to be demolished by the Central Artery) which provides for a net floor space expansion of between five and ten percent. At least half of this increase is accounted for by the proposed Back Bay Center.

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The Central Artery

Perhaps the most significant change in the business area in many years is the construction of the Central Artery. The Central Artery and its connecting expressways will make the Central Business Area more accessible and therefore be a positive factor in encouraging new development to take place.

The Central Artery - and its connecting expressways - provides an additional avenue of entrance into Downtown Boston by motor vehicle. Experience in this and other cities ably demonstrates that there can be little doubt that it will be fully used. The Artery will allow more motor vehicles into the business district. It introduces a new and higher upper limit to the number of motor vehicles that can conveniently enter the business area (and which local streets, and parking facilities must be redesigned to accommodate).

The Central Artery, based on its practical capacity, the expected amount of through traffic, and the expected amount of use by trucks, will increase the number of passenger cars to go into and out of the business area each day by at least thirty five per cent. This is a substantial increase that must be accounted for in a parking program (or nullify the function of the Central Artery).

. . San Expected Number of Passenger Car Trips to the Business District
On the one hand information is available regarding:

- (1) the amount and type of business accommodations in each sub-district.
- (2) the generating power of these business accommodations (and therefore the number of persons attracted to each subdistrict), and
- (3) the number of passenger cars expected to enter the entire business area during a normal weekday. On the other hand information is available on the existing use of various modes of transportation by persons attracted to each subdistrict.

The expected amount of use of each type of transportation for each sub-district has been determined by relating these two groups of information. The resultant expected travel pattern for each district is shown on Plate II.

Of the 335,000 existing person-trips attracted daily to the existing business area (excluding those generated by the accommodations in the path of the Central Artery, and those using trucks) approximately 140,000 use passenger car and 195,000 use all modes of mass transportation (M.T.A., rail, and bus). The projected flow of 380,000 persons per day is expected to enter the business area in equal proportions; approximately 190,000 in passenger car, 190,000 via mass transportation facilities.

The existing and future importance of mass transportation facilities are emphasized by these figures. It remains as a primary objective of the mass transportation systems as a group, and the community as a whole, to at least maintain this patronage level of 190,000 persons per day. The creation of many additional off-street parking spaces at suburban transit and rail stations would be a significant step in this direction.

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The Number of Passenger Cars to be Parked in the Business Aran

The number of trips to be made by automobile to each district is reduced to the number of passenger cars to be parked by accounting for the number of persons per passenger car. Currently this ratio is about 1.60 persons per car. The ratio used in this analysis is lower, about 1.40, in line with a situation that already exists in many other large cities.

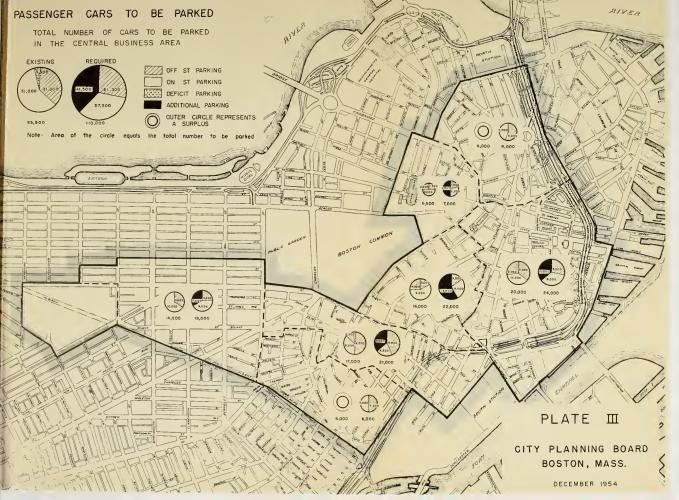
Plate III shows the existing and expected amounts of passenger cars to be parked as well as the type of parking facility used in each district. Plate III also shows the amount of existing passenger cars bound for the existing heavily developed districts but unable to find space and forced to park in the "surplus" spaces in more outlying districts. The area representing the expected situation shows the number of passenger cars requiring additional spaces.

The analysis shows that approximately 30,000 passenger cars are presently accommodated by off-street facilities and about 50,000 by on-street spaces. (These figures refer not to the number of spaces that exist but to the number of cars that use the spaces. Most spaces accommodate more than one car per day, some as many as ten or more). The future parking system must accommodate approximately 125,000 passenger cars; some 30,000 by existing off-street facilities, less than 40,000 by on-street facilities, over 40,000 by additional off-street facilities and approximately 15,000 by facilities in the Back Bay Center. It is to be noted that the number of passenger cars expected to make use of on-street facilities has been reduced. This is explained below.

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On-Street Parking Spaces in the Central Business Area

This parking analysis has concluded, after investigation, that the design and use of the downtown street system contributes to traffic congestion and impairs the efficiency of the business area equally as much as the ack of parking facilities. The inability to conveniently move about because of an anticuated street pattern and the use of major streets for parking is a condition unsatisfactory now and illogical when full use will be made of the Central Artery.

The design of a street system consistent with modern-day requirements is currently being studied and will be reported upon at a later date. More immediate attention has been given to the use of streets for parking. The survey indicates that there are approximately 6,000 on-street spaces used for parking in the business area, including those that are illegal. At least half of the 6,000 spaces seriously impair the movement of traffic and therefore must be replaced by off-street facilities. The retained 3,000 on-street spaces must be designed to accommodate an average of 50% more passenger cars per day than they do now through revised meter rates and rigid police enforcement.

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New Parking Spaces Required in the Central Business Area

Plate IV shows the number of existing spaces on and off the street in each district. They total about 21,500 in the entire business district. Plate IV also shows the number of on, off, and additional spaces required to meet the expected demand in each area. The required new off-street spaces total between 10,000 and 12,000. The Back Bay Center plans an additional 6,000 spaces within the development.

The required 10,000 to 12,000 additional off-street spaces is a conservative number for it depends on a greater number of passenger cars using each new space, (an average of 3.5 cars per space per day) than those using existing off-street spaces. It is to be emphasized that the new off-street parking spaces must be designed to accommodate a large number of short-time parkers rather than a small number of all-day parkers. The new spaces must cater to the shopping trip, the business trip, etc., if additional economic activity is to be induced into the business area. In contrast, plans to accommodate the all-day parking worker only reduce the number of spaces available to the shopper as well as decrease mass transportation use. The rates to be charged in new off-street facilities should reflect this objective and be readjusted accordingly.

Plate IV shows the number of new spaces required in each district. Plate V shows a recommended system of 500-car space off-street facilities distributed according to the demand of each district and in partial recognition of the availability of sites.

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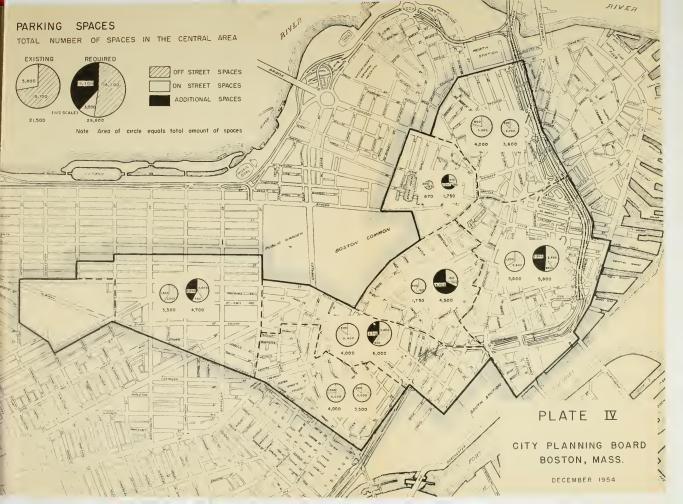
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The State House-Court House district requires at least 1,000 new spaces and perhaps more, depending on the size and location of the proposed State House Annex. At least 500 of the 1,000 spaces are required by state office buildings and should be provided by that government.

The office district requires 2,500 to 2,800 new spaces of which at least 1,500 should be in garages.

The retail area requires 3,000 spaces comprised of a system of six 500-car garages as shown on Plate V.

The leather-wool-Park Square district requires over 2,000 new spaces, almost all in the leather and wool area.

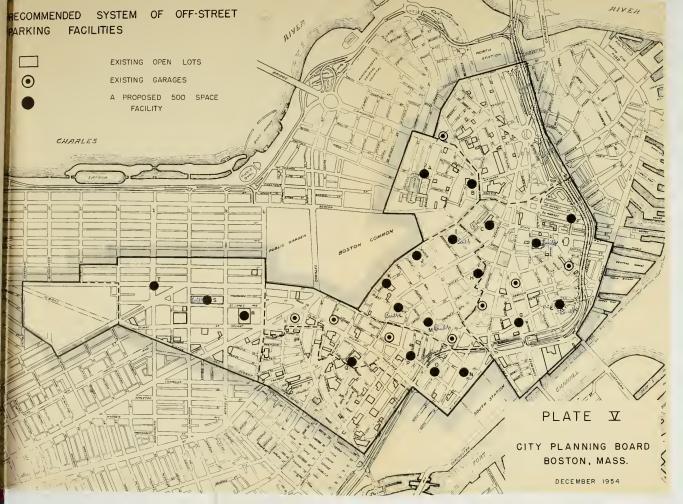
The Back Bay will eventually need 2,000 spaces (depending upon new development) in addition to the 6,000 spaces of the Back Bay Center Development. The St. James Street Garage will temporarily help meet this demand.

The two remaining districts, the area southwest of the leather-Park Square district, and the Canal Street district, both have adequate amounts of parking.

The system of new off-street parking facilities shown on Plate V consists of twenty 500-space facilities. This recommended system provides for a distribution of parking facilities throughout the business area which:

- (a) satisfies the calculated demand,
- (b) provides a facility within 400 feet of all major parts of the business area (consistent with acceptable walking distances),
- (c) locates new facilities in areas where highest economic return can be expected (and encourages private in-
- (d) maintains new parking facilities at a 500-space size in scale with the capacity of Boston's local streets.

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Related Aspects of Parking Program

1. Time Schedule

Over half of the 10,000 to 12,000 required new spaces are necessished by the existing deficit of spaces and by the necessity of replacing existing on-street spaces. Approximately another checknized are made necessary because of the Central Artery, and the remaining required spaces are dependent upon new development (as is the Back Bay Center requirement). A construction program should reflect these needs.

Assuming that the Central Artery, the Mystic River Bridge connections, the southeastern expressway, the inner circumferential belt, and a connection to the Massachusetts Toll Road are completed within ten years it would follow that the off-street parking facilities must also be completed by that time.

Therefore an average construction rate of 1,000 spaces per year for ten years would be a long range objective. Because of the high existing demand, however, the initial years of a construction program deserve a higher than average construction rate; the later years, lower than average. Part II of this report which is concerned with potential locations of new parking facilities identifies ten high priority sites which should receive immediate attention.

The best opportunity to eliminate many of the undesirable on-street spaces will occur when new off-street facilities are opened to the public. Therefore it is recommended that the opening of a new facility be accompanied by a well publicized program of on-street space reduction in the surrounding area amounting to approximately 25% of the capacity of the new garage.

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2. Parking Rates

Previously mentioned was the necessity of effectuating a high turnover per space per day in the new off-street facilities. This can best be accomplished by readjusting the hourly rates charged for parking in the direction of less expense for the first two hours or so, and by eliminating special rates for all day parking. Perhaps a constant rate of twenty to twenty-five cents per hour during the day would accomplish the objective of more users per space. In any case the rate structure requires overhauling and probably deserves a trial and error experimentation.

Similarly, the total number of required new off-street spaces has been kept to a minimum by assigning to the retained on-street spaces a larger number of vehicles per space per day. These remaining on-street spaces are equally important, and at least equally valuable, as the off-street spaces. In order to obtain the required increased use of these spaces the meter rates should be substantially increased in the direction of the rate schedule for off-street spaces. Presumably this is consistent with the legal justification of parking meters to help regulate the use of on-street parking.

5. Elevator-Type Garage. Part II of this report recommends the construction of a few elevator-type garages instead of the convential ramp-type design. This relatively new type of garage (now in use in mid-western cities) makes use of elevators for lifting vehicles to upper levels, and thereby substantially reduces the amount of ground area required for a structure. The introduction of this type of garage in Boston will necessitate a clarification, and possibly a change, in Massachusetts building code laws. A review of these laws should be undertaken as soon as possible.



Conclusions

The conclusions of this study are that new business development and the Central Artery will attract increased numbers of persons and passenger cars to the Central Business Area of Boston. These two factors plus the existing deficit of parking spaces and the need for replacing one-half of the existing on-street spaces cause the expected demand for additional off-street parking to be between ten and twelve thousand spaces in the existing business areas.

This is a conservative estimate of the future parking needs in the business area during a normal day following the completion of the express-highway system. These recommendations do not attempt to solve (nor should they) the entire needs of the all-day parker nor the needs of special conditions (such as pre-Christmas shopping).

Creating the recommended number of new spaces within a period of ten years will provide a system of approximately 30,000 private and public spaces in the business area, a net increase of 40% over what now exists. Including the facilities to be provided in the Back Bay Center the total amount will equal some 36,000 spaces.

This number of spaces, if properly located and used, will contribute immeasurably to the future health and welfare of the business district studied here as well as the entire economic community which views the Boston Central Business Area as the "Hub."

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Part II - Selection of Parking Facility Sites

The objective of Part II is to select sites for the initial phase of the parking program in accordance with the demand summarized in Part I.

Each recommended location, as shown on Plate V, is identified with a letter to guide the following discussion. This study assigns a priority to each of the locations which reflects the dement and the availability of sites. The high priority sites are currently receiving more advance studies by this agency.

Location A - Rear of State House

High priority. A parking garage in this location to serve the State House and the proposed State House Annex is badly needed. It is, of course, the responsibility of the State Government.

Location B - Scollay Square Area

Relatively high priority. A ramp-type garage should be constructed in the Scollay Souare Area. Caution must be used in designing the means of access and egress from Scollay Souare, a point of traffic congestion.

Location C - Court Street Area

High priority. The construction of an elevator-type garage on the existing parking lot at Court Street and Court Square is needed. The site consists of 18,000 sq. ft. and is assessed for \$227,000. A ten-story structure could store 480 cars.

Location D - Central Street Area

High priority. The construction of a ramp garage on the site at Broad, Water, Central and Kilbey Streets (now containing a parking lot and 61,000 sq. ft. of business accommodations.

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en les parties de la compact (la compact de la compact La compact de also deserves initial consideration. The site contains 43,000 sq. ft. (including part of Central Street) and is assessed for \$436,000. A 480 space garage would have a land and building accuisition cost of \$900 per car space (based on tax assessment values).

Location E - Fort Hill Square

High priority. The land at Fort Hill Square should initially be used as a parking lot. The use of the lot should be closely examined to aid the later design and construction of a garage.

Low priority. Both of these locations should await either new business development and/or a demonstrated additional parking facility need after the construction and operation of other facilities. No sites have been selected.

Location H - Hawley, Arch Street Area

The demand in this area is also high but sites are scarce. The most likely site is in back of Raymonds Department Store between Hawley and Arch Streets. However, the land and buildings are more expensive and contain an Edison sub-station. It is recommended that no action be taken on this site at this time.

Location I - Bromfield, Province Streets Area

High priority. The land fronting on Province Street
between Province Street and the Farker House (exclusive of the
office building fronting on School Street) appears large enough
to contain an elevator-type garage. The site contains approximately
21,000 sq. ft. of land and 75,000 sq. ft. of business accormodations.
The land and buildings are assessed for \$436,000 and a 480 space
8-story structure would have a land and building accuisition cost

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of about \$900 per car space (based on tax assessment values).

Location J - Temple, Winter Streets Area

The demand in this area is very great but sites are unavailable and unselected because of high costs. It will be necessary in this case, and others, to watch for available sites and to encourage private enterprise to provide parking as part of any new development.

Location K - Mason Street Area

The demand in this area is also high but this location should not be immediately acted upon in view of the difficulty in obtaining a workable and easily accessible site. The existing parking lot on Mason Street offers the best possibility but would necessitate taking Tremont Street frontage in order to provide access to the parking garage.

Location L - Washington St., Haywood Place Area
High priority. The site bounded by Washington Street,
Hayward Place, Harrison Avenue Extension, and the alley, offers
very good possibilities for constructing a multi-story elevatortype garage. This site contains 26,000 sq. ft. of land area including part of Hayward Place. The land and building are assessed
for \$544,000. A seven-story building containing 500 car spaces
would have a land and building accuisition cost of about \$920
per car space (based on tax assessment values).

Location M - Bedford, Kingston Streets Area

High priority. The block bounded by Bedford, Kingston, Chauncy, and Essex Streets offers very good possibilities for a ramp-type structure at reasonable costs. However, advance investigation of the site should await more detailed studies by this agency regarding the local street system in the area.

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Location N & O - Leather District

Parking facilities at both of these locations are needed. Again, however, sites are unavailable at this time and no site selection has been made. The best possibility of a site is the tract of vacant land on Lincoln Street next to the location of the Central Artery. It is understood, however, that this site is to be developed for business purposes and therefore unavailable for a 500-car ramp-type garage.

Location P - Chinatown Area

Low priority. The development of a parking facility in this location should await either new business development and/or a demonstrated additional demand after other parking facilities are in operation.

Location Q - Washington, Dore Streets Area

Relatively high priority. The site bounded by Washington, Hollis, Dillaway, and Dore Streets is a recommended site for the eventual construction for a ramp-type garage. However, the location is on the fringe of the business district and the economic success of a parking garage at this location is more questionable. It is recommended that the site be initially used as a parking lot to enable a more detailed examination of the parking demand. In addition, the eventual opening of a garage should be accompanied by a substantial, and much needed, reduction of existing on-street spaces in the immediate area.

Location R - Arlington, Berkeley Streets Area

Low priority. Expanded use of this site as a parking
facility should await either new development and/or a demonstrated
increase in demand.

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111 en el peresta milità de less monocopoli espidende n'esti i sendicionale e nellesce e encaració del centre di este di este dibutate polici d' carette e el peres Location S - St. James Street Garage

High priority. Plans for the construction of the St.

James Street garage are already well advanced.

Location T - Dartmouth, Boylston Streets Area

Low priority. The creating of a parking facility

near the Public Library should await new development in the area
and/or a demonstrated increase in demand.

To summarize, ten sites have been assigned high priority and deserve immediate action. These sites are: A (the State House), B (Scollay Square), C (Court Square), D (Central Street), E (Fort Hill Square), I (Province Street), L (Washington Street and Haywood Place), M (Bedford and Kingston Streets), Q (Washington and Dore Streets), S (St. James Avenue).

Five other locations fall into a second classification of deserving future action when acceptable sites can be found and after the construction of the high priority facilities. These sites are: H (Arch and Hawley Streets), J (near Winter, Temple and Tremont Streets), K (Mason Street) and N & O (in the leather-South Station district).

The remaining five locations should be subject to a wait-andsee policy pending an increase in demand because of new development, or a demonstrated demand after other facilities are in operation.

The ten high priority sites will eventually contain about 5,000 spaces. The land and building acquisition costs for the high priority sites (excluding the State House facility, Fort Hill Square, and the St. James garage) total less than \$4,000,000

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(assessed value plus 25%) or about \$1,100 per space. Add to this estimated maximum construction costs of \$1,500-\$2,000 per elevator garage space and \$2,000-\$2,500 per ramp-type garage space, and the total per car space costs approximate \$3,100. On the same basis, the total land and building taking costs plus construction costs of the ten high priority facilities will total about \$13,000,000.

This is not too high a price to pay if it will: (a) make it possible for the Central Artery to bring more people to the downtown area, (b) encourage development of new downtown construction, and (c) arrest the decline of assessed values, and in fact, cause an ultimate reduction in the tax rate by broadening the tax base.

Common Underground Garage

The Planning Board voted to go on record as favoring the construction of a garage under Boston Common in accordance with provisions set forth in House Bill 1275.

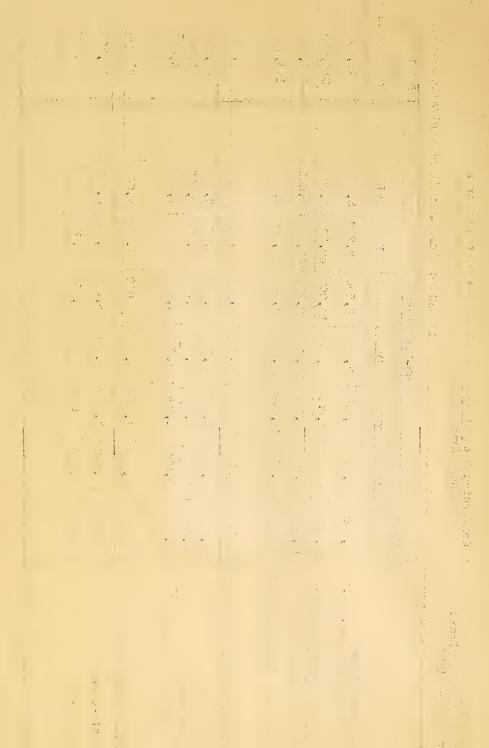
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rable 1 City Planning Board December 1954	Concer Bu	ning the siness A	rea	E Travel	to the excludin	Boston (g Area 1	Concerning the <u>Existing</u> Travel to the Boston Central Business Area (excluding Area in path of Central	1 200 2	Artery
				Sub-Districts	ricts				Total
	Н	- -	- -	VT	IVa	Λ	YTT	m	Business Area
Accommodations (thousands of sq. ft.)	3,000	14,650	9,850	7,540	2,500	7,200	3,850		
Number of Person-Trips	000 र हा	80,000	106,000	000 09	14,000	42,000 15,000	15,000		336,000
via passenger car	11,500	32,000	27,000	30,000	10,000	22,000	9,500		142,000
via mass transportation	7,500	48,000	79,000	30,000	4,000	20,000	5,500		194,000
Passenger Cars to be Parked 6,500	6,500	20,000	16,000	17,000	000,9	14,000	000,9		85,500
off-street	1,500	5,000	3,000	8,500	4,000	4,000	5,000		31,000
on-street surplus(/)/deficit(-)	3,000	12,000 3,000	9,000 4,000	6,000	6,000	10,000			51,000 3,500)
Parking Spaces	870	3,600	1,750	4,000	4,000	3,300	4,000		21,500
off-street	570	2,400	1,150	3,400	3,000	2,000	3,200		15,720
on-street	300	1,200	009	009	1,000	1,300	800		5,800
									



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Table II City Planning Board December 1954	Conc	Concerning t Central	rning the Expecte Central Business	Expected Travel to the Boston Siness Area	rel to th	le Bostor	<u> </u>	(1197) 3 7	
			Sub-Dis	Sub-Districts					Total
	<u></u>	H	TIT	ΔI	IVa	Λ	VII	BB	Business Area
Accommodations (thousands of sq. ft.)	3,100	15,000	9,700	7,250	3,000	000,8	4,500	2,500	53,000,000
Number of Person-Trips	19,000	85,000	113,000	5,800	16,000	46,000	46,000 18,000 26,000	26,000	381,000
vîa passenger car	11,500	37,000	38,000 32,000	32,000	12,000	28,000	13,000 20,000	20,000	191,500-50%
via mass transportation	7,500	48,000	75,000 26,000	26,000	4,000	18,000	5,000	000,9	189,500-509
Passenger Cana to be Peded	7,000	24,000	22,000	21,000	000 8	19,000	000,6		110,000
off-street	1,500	5,000	3,000	8,500	4,000	4,000	5,000		31,000
on-street	2,000	000 6	000,9	4,500	4,000	8,000	4,000	Ţ	37,500
in new spaces	3,500	10,000	13,000	8,000		7,000	the second transfer	əpnŢ	41,500
Parking Spaces	1,750	5,800	4,500	000.9	3,500	4,700	3,600	ouţ	29,850
off-street	570	2,400	1,150	3,400	3,000	2,000	3,200	:	15,720
on-street	180	009	350	200	500	700	400	tοM	3,030
new spaces	1,000	2,800	3,000	2,300		2,000			11,9100
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